99TH CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
99-11

INTERSTATE COST ESTIMATE APPROVAL FOR FISCAL YEARS 1985 AND 1986

FEBRUARY 27, 1985.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. HOWARD, from the Committee on Public Works and Transportation, submitted the following

REPORT

[To accompany H.R. 1251]

[Including cost estimate of the Congressional Budget Office]

The Committee on Public Works and Transportation, to whom was referred the bill (H.R. 1251) to apportion one-half of the funds for construction of the National System of Interstate and Defense Highways for fiscal years 1985 and 1986 and substitute highway and transit projects for fiscal years 1984 and 1985, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendment to the text of the bill is a complete substitute therefor and appears in italic type in the reported bill.

The title of the bill is amended to reflect the amendment to the text of the bill.

GENERAL STATEMENT

The Surface Transportation Assistance Act of 1982 is landmark legislation that provides four-year authorizations to the States for Federal-aid highway programs, highway safety programs, and mass transportation. Shortly after enactment of this legislation, the Subcommittee on Surface Transportation held hearings to review implementation of the Surface Transportation Assistance Act of 1982, Public Law 97-424. The hearings included a review on the Administration's progress in implementing the Act, time-sensitive amendments, and a discussion of other key issues affecting highways, highway safety, and public transportation.

Prior to the completion of the hearings, the House passed on June 13, 1983, under suspension of the rules, H.R. 3103, a bill to

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provide emergency highway assistance to States affected by the abnormal amount of disasters that occurred during calendar year 1983. On October 25, the Senate considered H.R. 3103 with an amendment and passed the bill by a vote of 91–2. The Senate amendment to H.R. 3103 contained approval of a 2-year interstate cost estimate (ICE) and interstate substitute cost estimate (ISCE). On November 1, the House agreed to the Senate amendment with an amendment and requested a conference. The Senate did not agree to a conference.

With the convening of the second session of the 98th Congress, the House passed a compromise interim legislative measure, H.R. 4957, to approve the Interstate Cost Estimate (ICE) and the Interstate Substitute Cost Estimate (ISCE) for release of one-half of the funds authorized to be appropriated for Interstate construction and Interstate substitute projects, and to increase the amount authorized to be expended for emergency relief under title 23, United States Code on February 29, 1984. The Senate concurred with the House-passed bill and passed it on March 2, 1984. This bill was signed into law on March 9, 1984 (Public Law 98–229).

In an effort to continue to monitor the progress of the programs authorized in the Surface Transportation Assistance Act of 1982 (Public Law 97–424), the Subcommittee held ten days of hearings in February and March to receive testimony on a series of evolving transportation issues. On April 25, 1984, H.R. 5504, the Surface Transportation and Uniform Relocation Assistance Act of 1984, was introduced to address outstanding highway concerns, long-term mass transit funding issues, and necessary modifications to effect uniform coverage and levels of benefits to persons displaced as a result of a Federal or Federally-assisted program or project. The bill was ordered reported to the House by the Committee on Public Works and Transportation on May 15, 1984 (Report 98–768).

With the passage of H.R. 5504 in the House on June 7, 1984, by an overwhelming vote (ayes 297 and nays 73), the Senate agreed to H.R. 5504 with an amendment in the nature of a substitute on October 5, 1984. The Senate conferees to the three titles of the House-passed bill were not appointed until October 9, 1984. With the remaining time in the 98th Congress, the conferees met but were unable to achieve a consensus on the legislation. Therefore, further consideration of pressing highway, mass transit, and uniform relocation assistance amendments was forced to be deferred to the 99th Congress.

H.R. 1251

As of February 22, 1985, the total unobligated balance of Interstate construction funds available to the States stood at $240 million. Responding to the need to enact legislation to provide for the release of Interstate construction and Interstate substitute project funds, the bill H.R. 1251 was introduced and reported with an amendment to approve the Interstate Cost Estimate (ICE) and the Interstate Substitute Cost Estimate (ISCE) for the release of the remaining funds authorized to be appropriated for Interstate construction for fiscal year 1985 and for fiscal year 1986 and the re-

maining funds authorized to be appropriated for Interstate substitute projects for fiscal year 1984 and fiscal year 1985.

Enactment of H.R. 1251 as amended, will release $5.28 billion in Interstate construction funds, $960 million in 85 percent minimum allocation funds, and $979 million in Interstate transfer funds—a total of $7.22 billion.

The Committee is concerned that the Department has distributed obligational authority among the States on August 1 that would otherwise lapse, in contravention with the manner stipulated in the Surface Transportation Assistance Act of 1982. It should be apparent that Congress intended, and the Committee intends, that such obligational authority should be distributed giving equal priority to the States "unobligated balances of funds apportioned under section 104 of title 23, United States Code," on one hand, and "those states which, because of statutory changes made by the Act and the Federal-Aid Highway Act of 1981, have experienced substantial proportional reductions in their apportionments and allocations," on the other hand. The Committee believes that the August 1 redistribution should be a vibrant mechanism for helping States draw down on their unobligated apportionments, and that this is at least as important as addressing reductions in apportionments that have occurred in legislation as a result of efforts aiming to more equitably distribute Federal-aid funds.

SECTION-BY-SECTION ANALYSIS

Section 1—Approval of interstate cost estimate for fiscal years 1985 and 1986

Subsection (a) directs the Secretary of Transportation to apportion the remaining funds authorized for the Interstate System for fiscal year 1985 (and therefore available for apportionment during fiscal year 1984) on the basis of apportionment factors contained in revised table 5 of Committee Print 99-2 of the Committee on Public Works and Transportation.

Subsection (b) directs the apportionment of the funds authorized for the Interstate System for fiscal year 1986 on the basis of revised table 5 of Committee Print 99-2.

Section 2—Approval of interstate substitute cost estimate for fiscal years 1984 and 1985

Subsection (a) directs the Secretary of Transportation to apportion the remaining funds authorized for highway and transit projects substituted for withdrawn Interstate System projects under section 103(e)(4) of title 23, United States Code, for the remainder of fiscal year 1984 on the basis of factors contained in Committee Print 99-3 of the House Committee on Public Works and Transportation.

Subsection (b) directs the apportionment of the funds to be apportioned for Interstate substitute projects for fiscal year 1985 on the basis of factors contained in Committee Print 99-3.

COMPLIANCE WITH CLAUSE 2(l) OF RULE XI OF THE RULES OF THE HOUSE OF REPRESENTATIVES

(1) With reference to clause 2(l)(3)(A) of Rule XI of the Rules of the House of Representatives, no separate findings or recommendations have been formally issued on the subject matter of this legislation by the Subcommittee on Investigations and Oversight.

(2) Clause 2(l)(3)(B) of Rule XI of the Rules of the House of Representatives requires that the report of any Committee on a measure which has been approved by the Committee shall include the statement required by section 308(a) of the Congressional Budget and Impoundment Control Act of 1974, if the measure provides new budget authority or new or increased tax expenditures.

With respect to this section, the letter submitted by the Director of the Congressional Budget Office under (3) below satisfies the requirement.

(3) With respect to clause 2(l)(3)(C) of Rule XI of the Rules of the House of Representatives, the Committee has received the following report prepared by the Congressional Budget Office under section 403 of the Congressional Budget Act.

The report is as follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, February 27, 1985.

Hon. JAMES J. HOWARD,
Chairman, Committee on Public Works and Transportation,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 1251, a bill to apportion funds for construction of the National System of Interstate and Defense Highways for fiscal years 1985 and 1986 and substitute highway and transit projects for fiscal years 1984 and 1985. The bill was ordered reported by the House Committee on Public Works and Transportation, February 27, 1985. It directs the Secretary of Transporation to apportion the remaining interstate construction and interstate substitution funds available for obligation in 1984, and all of the funds for these programs available for 1985. (One-half of the funds for 1984 were released on March 9, 1984, by Public Law 98-229). This action permits the obligation of over $7 billion previously provided for the programs. The budget impact of this spending has been attributed to previous highway legislation, and, as a result, H.R. 1251 has no budgetary impact.

Federal funding for highways is provided to states in the form of grants, with a required state match for most programs ranging from 10 percent to 25 percent of the total cost of the project. This bill will permit the continued flow of federal highway funds to the states, provided that they make matching funds available.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

RUDOLPH G. PENNER.

(4) With respect to clause 3(l)(3)(D) of Rule XI of the Rules of the House of Representatives, the Committee has not received a report from the Committee on Government Operations pertaining to the subject matter.

(5) With respect to the requirements of clause 2(l)(4) of Rule XI of the Rules of the House of Representatives, the Committee estimates that the enactment of H.R. 1251 should have no significant inflationary impact on prices and costs in the operation of the National economy.

COST OF LEGISLATION

In accordance with Rule XIII(7) of the Rules of the House of Representatives, the cost to the United States in carrying out H.R. 1251, as reported, in fiscal year 1985, and in each of the five following fiscal years, is estimated by the Committee to be costs which appear in the report of the Congressional Budget Office.

VOTE

The Committee ordered the bill reported by voice vote.

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